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Gender and climate change

Differentiated impacts of climate change and gender-responsive climate policy and action, and policies, plans and progress in enhancing gender balance in national delegations

Workshop report by the secretariat

Summary

The differentiated impacts of climate change and gender-responsive climate policy and action, as well as policies, plans and progress in enhancing gender balance in national delegations were the focus of a two-part workshop held in Bonn on 2 and 9 May 2018, during the first part of the forty-eighth sessions of the subsidiary bodies. After various presentations on case studies and good practice examples the discussions focused on the availability of sex-disaggregated data, on gender analysis as a prerequisite for effective climate policy and action, and on strengthening governance structures, measures and financing to achieve improved gender balance. The participants split into working groups to exchange relevant experiences and to brainstorm ideas for future action, and the workshop concluded with each group presenting a summary of challenges and recommendations.

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I. Introduction

A. Mandate

1. At its twenty-second session, the Conference of the Parties (COP) decided to continue and enhance the Lima work programme on gender, including by holding an annual workshop in conjunction with the sessions of the subsidiary bodies in the first sessional period of 2018 and 2019.[1] The COP also requested the Subsidiary Body for Implementation (SBI) to develop a gender action plan for consideration at COP 23. Subsequently, COP 23 established the gender action plan and decided the topics of the annual in-session workshop on gender and climate change.[2]

2. For the in-session workshop held in 2018, the topics were based on activity E.1 under priority area E ("Monitoring and reporting") of the gender action plan, which calls upon Parties and observer organizations to make submissions, including sex-disaggregated data and gender analysis where applicable, on:

(a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples;

(b) The integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance policies, plans and actions;

(c) Policies and plans for and progress made in enhancing gender balance in national climate delegations.

3. The SBI requested the secretariat to prepare a report on the in-session workshop for consideration at its forty-ninth session.[3]

B. Scope of the report

4. This report provides a summary of the presentations and working group discussions that took place at the workshop referred to in paragraph 2 above.

C. Possible action by the Subsidiary Body for Implementation

5. The SBI may wish to take note of the information contained in this report in its consideration of the implementation of the Lima work programme on gender and the associated gender action plan.

II. Summary

6. The workshop aimed to:

(a) Raise awareness of the differentiated impacts of climate change, including how to identify such differences and address them in policy and action design and implementation;

(b) Build the capacity of participants to understand the tools and mechanisms that facilitate the design and implementation of gender-responsive climate policy and action;

[1] Decision 21/CP.22.
[2] Decision 3/CP.23.
[3] FCCC/SBI/2018/9, paragraph 126.

(c) Raise awareness of the existing options for enhancing gender balance in national delegations to intergovernmental meetings and provide an opportunity for Party delegates and observers to brainstorm on how to implement such options.

7. While numerous challenges and gaps were identified in integrating gender considerations in climate policy and action, including a lack of awareness of the need for gender-responsive climate policy and action at the national level, institutional and technical capacity to integrate gender considerations, challenges in collecting sex-disaggregated data, sufficient financial resource allocation and political commitment, the workshop also included case studies that illustrated successes and achievements.

8. Through the sharing of experience and information by representatives of countries and organizations, workshop participants were introduced to methodologies, tools and expertise across different climate change related sectors that policymakers and project developers can use to identify the differentiated impacts of climate change on women and men, as well as to address such differences in the design and implementation of climate policy and action. This included: methods for the collection of sex-disaggregated data; tools for gender analysis, gender mainstreaming, gender budgeting, gender assessments and inclusive stakeholder engagement; and tailored institutional arrangements and approaches.

9. The sharing of experience related to increasing women's representation and meaningful participation clearly illustrated that numerous options are available to countries committed to achieving and sustaining equal participation of women and men in the UNFCCC process and in dealing with climate change in general.

III. Workshop structure and participation

10. The first in-session workshop on gender and climate change was held in Bonn in two parts on 2 and 9 May 2018, respectively, during the first part of the forty-eighth sessions of the subsidiary bodies. It was open to all Parties, observers and the media.

11. Part I of the workshop, which focused on differentiated impacts of climate change and gender-responsive climate policy and action, was moderated by Ms. Lisa Gittos (Australia); and part II, which focused on policies, plans and progress in enhancing gender balance in national delegations, was moderated by Ms. Penda Kante-Thiam (Senegal) and Mr. Colin O'Hehir (Ireland).

12. The workshop was formally opened and closed by the Chair of the SBI, Mr. Emmanuel Dumisani Dlamini (Eswatini).

13. Ms. Mary Robinson, former President of Ireland and United Nations High Commissioner for Human Rights, and now President of the Mary Robinson Foundation – Climate Justice, was a special guest at part II of the workshop.

14. The presentations, webcasts, links to submissions and relevant background documents related to the workshop are available on the UNFCCC website.[4]

IV. Proceedings of the workshop

15. This chapter provides an overview of the proceedings of the workshop and details on each session held under parts I and II of the workshop.

[4] Presentations and agendas are available via https://unfccc.int/topics/gender/events-meetings/workshop-on-gender-and-climate-change. The webcast of part I is available at https://unfccc-sb48.cloud.streamworld.de/webcast/sbi-gender-in-session-workshop-part-1 and https://unfccc-sb48.cloud.streamworld.de/webcast/sbi-gender-in-session-workshop-part-1-continued. The webcast of part II is available at https://unfccc-sb48.cloud.streamworld.de/webcast/sbi-gender-in-session-workshop-part-2.

A. Overview of proceedings

16. The opening and closing of the workshop featured remarks by the Chair of the SBI, who highlighted the need to maintain the momentum and continue the progress being made in relation to gender and climate change. He noted that the workshop was a good opportunity to take stock of current progress in the implementation of the various approaches outlined in the gender action plan and would therefore make an important contribution to the review of the implementation of the Lima work programme on gender and its associated gender action plan to be undertaken by COP 25 in November 2019.

1. Part I: differentiated impacts of climate change and gender-responsive climate policy and action

17. Session I of part I of the workshop featured presentations by experts with first-hand experience in collecting and using sex-disaggregated data; the presentations highlighted the importance of such data for effective policymaking and identified gaps in the current collection of data. During session II, Parties and experts shared their experience in applying gender analysis and gender budgeting, and considered the impact of such approaches on gender-responsive climate policy and action. Session III provided Parties with an opportunity to present their respective national governance and coordination mechanisms for facilitating gender-responsive climate policy and action.

18. During session IV, participants split into three working groups to discuss the topics mentioned in paragraph 0 above and reported back to the plenary afterwards.

2. Part II: policies, plans and progress in enhancing gender balance in national delegations

19. Session I of part II of the workshop provided an overview of the secretariat's technical paper "Achieving the goal of gender balance",[5] as well as examples of progress made in that area within the United Nations system, insights from recipients of support under the Women Delegates Fund (WDF)[6] and good practices of the Inter-Parliamentary Union (IPU) in encouraging gender parity in IPU processes and in national delegations to IPU meetings.

20. Session II was moderated by Ms. Robinson and gave Parties the opportunity to share their experiences with the implementation of policies and plans designed to promote gender balance. This was followed by a working group session in which each group considered one of the recommendations from the technical paper mentioned in paragraph 15 above. The working groups then reported back to the plenary and presented the key messages from their discussions.

B. Part I, session I: The why and how of sex-disaggregated data in identifying differentiated impacts and informing climate policy and action (including local communities and indigenous peoples)

21. Presentations showcasing current efforts to collect sex-disaggregated data and the sources used, including reflections on the importance of such data for informed and effective policymaking across different sectors, were given as follows:

(a) Ms. Lorena Aguilar, International Union for Conservation of Nature (IUCN), spoke about efforts to enhance gender statistics and indicators in the context of the 2030 Agenda for Sustainable Development;

[5] FCCC/TP/2017/8.

[6] The WDF is a voluntary fund, managed by the Women's Environment and Development Organization, which supports women from developing countries. More information is available at https://wedo.org/what-we-do/our-programs/women-delegates-fund/.

(b) Mr. Markus Ihalainen, Center for International Forestry Research (CIFOR), spoke about sex-disaggregated data in relation to policy and action on REDD-plus,[7] forests, trees and agroforestry;

(c) Ms. Verona Collantes-Lebale, United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), spoke about turning promises into action with regard to gender equality in the 2030 Agenda;

(d) Ms. Liva Kaugure, Food and Agriculture Organization of the United Nations (FAO), spoke about the role of sex-disaggregated data in identifying differentiated impacts and informing climate change policy and action.

22. To set the scene, Ms. Aguilar first drew attention to the failure to take due account of gender considerations in data collection across various sectors relevant to climate change policy and action. The strikingly low priority given to gender considerations in national strategies and planning documents was evident from the various analyses carried out by IUCN of nationally determined contributions (NDCs); national biodiversity strategies and action plans; country action agendas under the Sustainable Energy for All initiative; national implementation plans under the Basel, Rotterdam and Stockholm Conventions;[8] and national energy frameworks. Nevertheless, conducting such analyses had encouraged the subsequent adoption of gender-responsive policies. For example, following a pilot project on gender mainstreaming, references to gender issues in national biodiversity strategies and action plans had increased from 0 to 37 for Brazil, from 21 to 203 for Mexico and from 18 to 211 for Uganda.

23. Ms. Aguilar further observed that, although 65 Parties mentioned gender issues in their intended nationally determined contributions, those countries were responsible for only 19 per cent of global greenhouse gas emissions. Moreover, all Annex I Parties had failed to include gender considerations in their intended nationally determined contributions and their NDCs. Research by IUCN had further revealed that women were most commonly identified as a vulnerable group in national strategies and planning documents, and that policymakers struggled to recognize their potential role as agents of change.

24. The CIFOR and FAO experts spoke about the use of sex-disaggregated data in the forestry and agriculture sectors, respectively. They highlighted the fact that gender issues were often neglected in policymaking and that there was a general lack of timely and comprehensive sex-disaggregated data of relevance to environmental work. Such data needed to be collected more systematically and consistently, especially to fill a gap at the national level. Moreover, the data had to be nuanced and context-specific to allow for effective climate change policy and action.

25. All the speakers emphasized that for sex-disaggregated data to be truly informative, it was essential to look beyond the household sphere and the binary female/male and to take into account interdependencies with other influencing factors, such as age, place of residence, ethnicity and social class. Furthermore, sex-disaggregated data were a critical input to, but not a substitute for, gender analysis. The experts argued that gender analysis was indispensable to the planning and implementation of effective climate change policy and to the design of relevant projects, because it helped to ensure equal participation by everyone, as well as an equitable distribution of the burdens arising from climate change. Gender analysis also helped to promote the changes required to achieve the goal of gender equality. Since gender and gender norms, however, were context-specific and not static, it was necessary to address gender considerations within the individual context of each policy, plan or measure.

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[7] In decision 1/CP.16, paragraph 70, the COP encouraged developing country Parties to contribute to mitigation actions in the forest sector by undertaking the following activities: reducing emissions from deforestation; reducing emissions from forest degradation; conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks.

[8] Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal, Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade and Stockholm Convention on Persistent Organic Pollutants.

26. Although there was a lack of consistent sex-disaggregated data, especially of data that enabled comparisons over time or between different contexts, there were also pockets of valuable information and, in fact, a large amount of potentially useful data was being generated. The duplication of efforts could be avoided through improved communication and information-sharing between governments, academia, non-governmental organizations, private sector actors and United Nations system entities. The experts further emphasized that Parties could leverage existing capacities to enhance the methodologies for data collection and analysis, and for the validation of results, as well as to improve policy recommendations based on those results, by forging partnerships with relevant stakeholders. In addition, existing national mechanisms, such as cluster surveys, labour-force surveys and household surveys, could be used and adapted to obtain the required sex-disaggregated data of relevance to climate change policy and action. Finally, it was noted that the collection of data should ideally be aligned with, and take account of, international indicators.

27. Relevant data sources and projects identified by the experts included:

(a) An IUCN and United Nations Environment Programme project on the development of gender and environment indicators in connection with the 2030 Agenda for Sustainable Development;

(b) The IUCN Environment and Gender Information platform, which includes 15 data sets related to gender and environment, local-level data and analyses of national reports and strategies;[9]

(c) The Gender and Renewable Energy Platform, which provides information and best practice examples on how to integrate gender considerations into renewable energy projects and policies;[10]

(d) The Sustainable Energy for All People-Centred Accelerator, which is a platform and network for stakeholders interested in enhancing gender equality, social inclusion, and women's empowerment in the sustainable energy sector;[11]

(e) The flagship report of UN Women entitled "Turning promises into action: Gender equality in the 2030 Agenda for Sustainable Development", which highlights gaps and challenges in the implementation of the Sustainable Development Goals from a gender perspective;[12]

(f) The Global Centre of Excellence on Gender Statistics – a collaboration between the Government of Mexico, that country's National Institute of Statistics and Geography and UN Women – which fosters research, innovation, cooperation and exchange of experience to support the effective implementation and monitoring of gender equality under the 2030 Agenda and in national policies;

(g) The briefs on gender and climate change and forests published by CIFOR, which contain many valuable insights and recommendations;[13]

(h) CGIAR, which provides a great deal of information on gender and food security and offers various relevant resources (e.g. toolkits for surveys and the collection of sex-disaggregated data);[14]

(i) FAO, which has developed a number of tools for generating sex-disaggregated data and for integrating gender considerations in weather and climate services (developed together with the World Meteorological Organization and partners),[15]

[9] Available at http://genderandenvironment.org/egi/.

[10] Available at http://genderandenvironment.org/energy/.

[11] Available at https://www.seforall.org/connecting-partners/accelerators/people-centered-accelerator.

[12] Available at http://www.unwomen.org/en/digital-library/publications/2018/2/gender-equality-in-the-2030-agenda-for-sustainable-development-2018.

[13] Available at https://www.cifor.org/gender/gender-and-climate-change/.

[14] Available at https://ccafs.cgiar.org/resources/tools-maps-models-and-data#.W4ZQp2fsmUm.

[15] See: World Meteorological Organization. 2015. *Conference Report: Conference on the Gender Dimensions of Weather and Climate Services, 5–7 November 2014, Geneva, Switzerland*. Geneva:

and – in the context of climate change in agriculture, fisheries, forestry and aquaculture – in NDCs, national adaptation plans and investment plans (developed together with the United Nations Development Programme (UNDP)). Further relevant FAO resources include voluntary guidelines on small-scale sustainable fisheries, land tenure and sustainable soil management; a toolkit and framework for collecting agriculture and gender statistics in different regions; and the Safe Access to Fuel and Energy toolbox, which provides a multisectoral approach to dealing with diverse challenges faced by people in displacement settings, including displacement caused by climate change.[16]

C. Part I, session II: Gender analysis and budgeting as the foundation of gender-responsive climate policy and action

28. Experiences with different instruments used for gender analysis and budgeting were shared by:

(a) Ms. Pavlina Zdraveva, UNDP Country Office, the former Yugoslav Republic of Macedonia, who spoke about gender analysis in relation to climate policy and planning in her country;

(b) Mr. Elias Abourizk (Canada), who spoke about gender budgeting in his country's climate policy;

(c) Ms. Jeniffer Collado (Dominican Republic), who spoke about gender analysis in relation to her country's NDC;

(d) Ms. Gotelind Alber, GenderCC – Women for Climate Justice, who spoke about gender impact assessment and how the Gender Assessment and Monitoring of Mitigation and Adaptation (GAMMA) methodology had been used in Germany, India, Indonesia and South Africa.

29. Ms. Zdraveva explained how, by using the UNDP toolkit on gender-responsive national communications,[17] and with assistance provided under the Global Support Programme for Preparation of National Communications and Biennial Update Reports by non-Annex I Parties,[18] the former Yugoslav Republic of Macedonia had been able to take the first steps towards the integration of gender considerations in its climate policy, as well as in its national communications and biennial update reports. Gender and climate change policy in her country had originally been treated as separate areas without taking into account their cross-cutting nature. During a workshop held in the former Yugoslav Republic of Macedonia, countries from the region had worked through the steps outlined in the UNDP toolkit, notably preparing a gender and climate change profile, establishing priority sectors and identifying missing data and possible indicators. This had made it possible to agree on the elements of a relevant action plan for each country, as well as to prepare a draft "Balkan action plan" for the region. The next steps included earmarking funds for gender-specific activities, developing gender-sensitive indicators, and continuing regional collaboration, knowledge exchange and capacity-building aimed at governmental institutions and civil society organizations.

30. Mr. Abourizk argued that applying a gender lens to the budgeting process (i.e. 'gender budgeting') could influence the direction of policy, as it enabled policymakers to understand better how their policy decisions would affect different people. In 2018,

World Meteorological Organization. Available at https://library.wmo.int/pmb_ged/wmo_1148_en.pdf.

[16] See: FAO. 2016. *Safe Access to Fuel and Energy (SAFE) Toolbox: Woodfuel Assessment in Displacement Settings. User guide*. Rome: FAO. Available at http://www.fao.org/gender/resources/publications/en/.

[17] See: UNDP. 2015. *Gender Responsive National Communications Toolkit*. New York: UNDP. Available at http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-responsive-national-communications.html.

[18] See further information at http://www.un-gsp.org/about-global-support-programme.

Canada had used an analytical tool called Gender-based Analysis Plus for all aspects of the national budget-making process.

31. Ms. Collado discussed the work undertaken to draw up a climate change gender action plan for the Dominican Republic, which had been supported by IUCN and the United States Agency for International Development. The challenges encountered had been similar to those mentioned in earlier workshop presentations (e.g. missing data and limited capacities). Successes included the establishment of a coordination committee and collaborative workshops, which had made it possible to propose various measures falling under three main categories: policy frameworks, data generation and capacity needs. After they had been identified, those measures had to be aligned with the relevant institutions' strategic planning and programmatic action plans in order to secure international funding. The activities in question would help her country to achieve the goals of the Paris Agreement and of the 2030 Agenda for Sustainable Development.

32. Ms. Alber presented the GAMMA methodology, which was being developed by GenderCC – Women for Climate Justice under its Gender into Urban Climate Change Initiative and consisted of three separate tools:

(a) GAMMA I – a tool for the assessment of climate change institutions and their capacity and preparedness to address gender issues;

(b) GAMMA II – a tool for the assessment of climate action programmes with an emphasis on identifying potential co-benefits related to gender equality and on evaluating those programmes' priorities from a gender perspective;

(c) GAMMA III or Gender Impact Assessment – a tool for the assessment of specific climate policies and measures.

33. A common theme in all the presentations was the importance of having access to sex-disaggregated data in order to facilitate gender analysis and gender budgeting. Although the lack of data was a challenge, the process of gender analysis served to clarify where the gaps were to be found and what data were required.

34. The speakers noted that one of the major challenges in applying gender analysis to climate policy and budgeting was the limited understanding of gender considerations in the environmental sector, both within institutions responsible for environmental policy and within those in charge of gender policy. Another significant challenge was unfavourable institutional and fiscal structures. Those challenges could be overcome by establishing new channels of communication, by facilitating the exchange of information and collaboration among the various ministries and departments concerned, and by involving all those stakeholders in the process of climate change planning.

D. Part I, session III: Governance and coordination mechanisms to facilitate gender-responsive climate policy and action

35. Ms. Diann Black-Layne (Antigua and Barbuda) and Mr. Antwi-Boasiako Amoah (Ghana) highlighted the need for structured approaches to the integration of gender issues in climate policy, as well as the importance of stakeholder buy-in, inclusive dialogue and tailored approaches to fit each country's individual situation.

36. Based on the experience of Antigua and Barbuda, Ms. Black-Layne argued that gender differences, on account of them being a social construct, varied from country to country, which meant that a generalized statement about the position of women and men in society could not be applied to all countries. Gender norms and the expectations placed on women and men in different societies, notably with regard to their access to resources and their ability to participate in decision-making, were bound to vary. Gender analysis was therefore crucial in ensuring that gender relations were accurately identified for the specific context of individual countries and that the policies and measures taken in response to climate change were appropriate to each country's context.

37. Mr. Amoah explained that gender considerations had previously been well represented in Ghana's climate-relevant policies and plans, but that, despite those earlier

efforts, the emphasis on gender equality in his country's NDC was insufficient. To address those shortcomings, Ghana had established a cross-sectoral working group on gender, which was co-chaired by the Gender Department of the Ministry of Gender, Child and Social Protection and by the Environmental Protection Agency. The working group would support all activities undertaken by Ghana through the NDC Support Programme of UNDP. In addition, all relevant gender and climate change institutions had been identified and were involved in the work on NDC preparation undertaken by the National Climate Change Committee. Ghana was determined to incorporate gender-responsive approaches into its institutional framework for NDC implementation.

E. Part I, sessions IV and V: Working groups and reporting back

38. After dividing into working groups, the participants considered the main topics of each of the previous sessions, rotating from one topic to the next until each group had discussed all three topics. Each group selected a rapporteur to report back to the workshop plenary.

1. Sex-disaggregated data

39. The participants drew attention to the lack of, and a concurrent urgent need for, robust sex-disaggregated data, especially in the environment and energy sectors. They shared their diverse experiences with the collection of sex-disaggregated data in the relevant sectors at the national level. Whereas some countries currently did not gather any sex-disaggregated data, others had started to collect such data for certain areas (e.g. water and biomass consumption, health and land tenure). Yet other countries were collecting sex-disaggregated data only in relation to projects undertaken overseas but not in their own national contexts.

40. The working groups identified the following priority areas for collecting sex-disaggregated data: vulnerability, transport use, the agriculture sector (including access to, and ownership of, resources), consumption patterns, migration movements, participation in policy and project planning and implementation, decision-making at all levels, and productive and reproductive labour (including family caregiving).

41. Although the importance of sex-disaggregated data for evidence-based policymaking was seen to be irrefutable, the working groups agreed that key indicators and data needs had to be considered carefully. In particular, the cost implications and time intervals of national surveys had to be taken into account, because those often did not match the time demands of swift and responsive policy design. Moreover, sex-disaggregated data were being generated by a diverse group of stakeholders and might in some cases already be available. Countries therefore had to be careful to avoid duplication of efforts. The discussions highlighted the need for a systematic approach for collecting sex-disaggregated data, for making such data available, and for consolidating the data. It was also pointed out that data might be available for different sectors, and the specific example of a literature review of gender and transport in industrialized countries, based on over 500 scholarly articles, was cited. Support was also expressed for preparing a report on gender and climate change by the Intergovernmental Panel on Climate Change.

42. Furthermore, the participants called for alternative ways of collecting sex-disaggregated data to be considered, including making use of existing initiatives (e.g. REDD-plus and the 2030 Agenda for Sustainable Development) and collaborating with the private sector (e.g. in telecommunications), as well as with academia. Data scarcity was not unique to the nexus of gender and environment issues. Although there were gaps in national data, sufficient data were already available to inform gender-responsive climate change policy and action. Alternatives to national data (e.g. the extrapolation of local data, the use of proxies, cross-analysis of existing data) could be used to avoid delays in implementing relevant measures and activities.

43. The working group discussions also made it clear that high-quality, evidence-based policy and project design could only be achieved through gender analysis and that data alone would not guarantee success. Data needed to be presented to policymakers in a

comprehensible form, and sufficient resources had to be dedicated to data collection and analysis. Finally, it was noted that the success of policies and projects also required the inclusion of adequate safeguards, and that monitoring and evaluation should be undertaken.

2. Gender analysis

44. The participants agreed that gender analysis and gender budgeting needed to be applied in combination in order to achieve smart outcomes, reduce inequalities and help to identify and achieve priorities in climate change policy and action. Carrying out gender analysis during the initial stages of policymaking helped to avoid discriminatory policies. Gender budgeting could help to ensure that national budgets supported well-balanced programmes based on and aligned with the relevant national climate policies.

3. Governance and coordination mechanisms

45. The participants drew attention to several key steps in establishing favourable governance and coordination mechanisms, including the identification of roles and interlinkages within ministries, oversight bodies and other stakeholders when considering how to build on existing structures and deciding whether those needed to be strengthened or reformed. For example, Indonesia and Fiji had started to strengthen their gender policies in various ministries. The COP 23 Presidency and the secretariat had both recently reminded Parties of how the COP had invited Parties to nominate national focal points for gender and climate change, emphasizing that the role of those focal points needed to be defined.

46. Successful examples of cooperation and collaboration were shared, including the establishment of a focal point for climate and gender under the President's Office in the Gambia and an active Gender and Development Office under the Ministry of Internal Affairs in the Marshall Islands encouraging other ministries in the country to integrate gender considerations into their policies and strategies. Participants from Senegal and Chad shared examples of how Parties could improve collaboration with civil society by creating enabling environments and contributing to capacity-building initiatives. It was also pointed out that countries could consider the recommendations on public participation and engagement of civil society set out in human rights treaties, such as the Convention on the Elimination of All Forms of Discrimination against Women.

47. The working groups agreed that the capacity of governments to perform gender budgeting should be enhanced because that made it possible to gain an overview of what was already being done in terms of gender and climate change policies and action, and to strengthen relevant interlinkages.

48. The participants also made a general recommendation that further opportunities should be provided to share national experiences and to exchange knowledge related to gender and climate change, along the lines of the working group sessions in which they had just taken part.

F. Part II, session I: Setting the scene

49. The scene was set for working group discussions on policies, plans and progress in enhancing gender balance in national delegations, with presentations given by:

(a) A representative of the secretariat on a technical paper on achieving gender balance as part of the UNFCCC process;[19]

(b) Ms. Verona Collantes-Lebale from UN Women on relevant statistics and information compiled by the United Nations Governing Bodies Secretariat;[20]

[19] FCCC/TP/2017/8.

[20] The United Nations Governing Bodies Secretariat is a network of 34 United Nations system entities that meets annually in an informal session to discuss issues specific to the governance of their respective organizations.

(c) Ms. Stella Gama (Malawi) and Ms. Chrisda Kaeti (Kiribati) on their experiences with the WDF;

(d) Ms. Mariana Duarte Mutzenberg from the IPU on the milestones achieved and lessons learned in relation to IPU strategies to advance gender equality in governance and delegations.

50. The secretariat provided a brief introduction to mandates and decisions relating to gender balance in the UNFCCC process, noting that progress had been slow and drawing attention to the main recommendations of the technical paper on gender balance mentioned in paragraph 15 above. Those recommendations included measures that Parties could take when drawing up and implementing strategies to achieve the goal of gender balance, focusing on areas such as capacity-building and awareness-raising, networking and the exchange of experience, funding and temporary special measures.

51. Ms. Collantes-Lebale presented the findings of a report that the United Nations Governing Bodies Secretariat had been inspired to prepare by developments in the UNFCCC process. As highlighted in the report, the participation of women in the delegations to intergovernmental meetings remained low. Although 21 United Nations system entities had gender policies and strategies in place, only 13 of them actually tracked women's participation in their respective processes and only 2 had set targets for women's representation in their governing bodies. A survey undertaken after the publication of the report had focused on best practices and possible improvements. Responses to that survey had revealed that the types of sex-disaggregated data being monitored (e.g. heads of delegations, facilitators, interventions at high-level meetings, composition of bodies) varied greatly among United Nations system entities.

52. Ms. Gama and Ms. Kaeti emphasized that the training provided through the WDF had facilitated their familiarization with the UNFCCC process. Moreover, because of limited funding at the national level, the travel assistance also provided through the WDF had been crucial in enabling them to participate regularly in sessions of the subsidiary bodies and of the COP. They hoped that financial contributions to the WDF could be increased so that existing beneficiaries could continue to participate regularly in the UNFCCC process, and so that more women from the least developed countries (LDCs) could benefit from such assistance.

53. Ms. Gama observed how the targeted training events organized for women delegates under the WDF, including those sponsored by the Fund itself, had empowered her to participate in, and contribute to, decision-making processes at the global and national level in a meaningful and effective manner. The training had raised her confidence and expanded her knowledge of climate negotiations and climate diplomacy. She was now a lead negotiator for the LDCs group and played an important role in advancing the gender and climate change agenda in her country; she had also been elected to the Technology Executive Committee and appointed as a co-facilitator of informal negotiations under the UNFCCC process.

54. Ms. Gama and Ms. Kaeti both stressed the importance of the networking aspect of the WDF. In particular, Ms. Gama noted that more opportunities had been opened up to her as a result of her expanding network; she had also become involved in training junior negotiators. Ms. Kaeti emphasized how helpful it was to be able to exchange experiences with other similarly dedicated women from her region.

55. Ms. Mutzenberg discussed the key factors that had allowed the IPU to increase the percentage of female delegates participating in the IPU Assembly from around 17 per cent in the 1990s to around 30 per cent in recent years. The IPU had built a strong policy framework around the principle of gender equality and had used that foundation to 'multiply' the message by integrating it in key policies and to increase visibility (e.g. through clear messages on gender issues from IPU leaders, including men). One major driving factor had been the establishment of a group of male and female members of the Executive Committee, known as the Gender Partnership Group, which had pushed for, and reported on, progress towards gender equality. Those efforts had resulted in the adoption of the IPU gender mainstreaming strategy in 2013.

56. Those positive developments in the IPU had been directly and indirectly supported by the existence of a strong women's movement, which confirmed that discourse on gender equality – both within and outside an organization, both informal and formalized – could stimulate efforts to achieve gender parity.

57. Critical drivers of success in the work of the IPU Gender Partnership Group had been the adoption of an inclusive, consultative and incremental approach, which had also involved setting clear and attainable targets. Specific gender parity goals had been established for the various IPU bodies, as well as for the Governing Body and the Assembly. Failure to fulfil those numerical targets led to sanctions, including the 'naming and shaming' of single-sex delegations.

58. As part of the incremental approach, gender quotas for existing IPU bodies were reviewed on the basis of progress made towards a 50/50 target, while newly established bodies started with a 50 per cent requirement. Sanctions for non-fulfilment included delegations being reduced from three to two members if a minimum representation of 30 per cent from either sex was not attained. The sanctions were intensified if delegations missed that target more than three times in a row. The key to the success of such sanctions was active and open dialogue with delegations that failed to comply, as well as clear communication on the purpose of the gender mainstreaming strategy.

59. Although first successes in terms of gender parity were becoming visible, the IPU acknowledged the need for continuous efforts to reach true parity, as well as for moving beyond a focus on numbers in order to address the issue of ensuring meaningful representation for women. The IPU had thus recently decided to monitor the composition of panels, the representation of women in leadership positions and the speaking time accorded to women.

G. Part II, session II: Experience with policies and plans

60. The second session was moderated by Ms. Robinson, who drew attention to the persisting unequal representation of women and men at sessions of the COP and the subsidiary bodies, as well as in the UNFCCC process in general. In her view, some of the measures adopted by the IPU could also be considered in the context of the United Nations climate change negotiations.

61. Ms. Dawn Pritchard (Canada), Ms. Una May Gordon (Jamaica) and Mr. Hamid Abakar Souleymane (Chad) provided a number of relevant examples, including a national policy to improve gender parity, national measures to improve gender balance that were also aimed at indigenous peoples and a regional initiative. The examples made it clear that each country had a different starting point and that capacity-building, networking and mentoring could all greatly help to improve gender parity.

62. Ms. Pritchard explained that as a representative of the Métis Nation she had been invited to join the Canadian delegation to the United Nations climate change negotiations and had subsequently been involved in establishing the UNFCCC Local Communities and Indigenous Peoples Platform. She welcomed the fact that, through such participation, the interests of an indigenous people could be brought to the table via a negotiator who genuinely understood and represented them. At the same time, though, she was concerned that indigenous peoples elsewhere might not enjoy the same support as the Métis Nation in Canada. She further emphasized how female and indigenous delegates could benefit from training on participation in the UNFCCC process.

63. Ms. Gordon introduced the Caribbean Institute for Women in Leadership, a regional network that compiled statistics on gender equality, carried out research and provided training and mentoring for young female politicians.

64. Mr. Souleymane shared details of the implementation of the commitment made by the Government of Chad to reach 30 per cent representation of women across all government departments by 2030 and to achieve complete gender balance by 2050. Following the most recent election, 9 out of 24 ministers were women. Additionally, the representation of women in the interministerial group on climate change had increased from

zero female members in 2014 to 9 female members (out of a total of 24 members) in 2018. Moreover, the five-person delegation of Chad to the forty-eighth sessions of the subsidiary bodies included two women. Chad had integrated gender issues in its national adaptation plan and NDC and was further planning to organize training sessions and outreach activities for women. The greatest challenge for participation in climate change negotiations, however, remained access to funding.

65. After the presentations the participants split into working groups organized according to the four areas in the "Conclusions and recommendations" section of the technical paper referred to in paragraph 15 above. Each group selected a rapporteur to report back to the plenary.

1. Capacity-building and awareness-raising

66. The participants agreed that training on negotiation skills and guidance on how to interpret negotiating texts were especially helpful. Previous training activities that participants had benefited from included a "Listening and learning dialogue" organized by the Mary Robinson Foundation – Climate Justice; training courses and workshops on negotiations organized by UNDP and with WDF support; and training events on gender mainstreaming in climate action that were conducted by UN Women. Understanding and interpreting negotiating texts remained a challenge for many delegates, and the working group called for the expansion of existing efforts and the creation of new training and capacity-building opportunities to support delegates, especially women, to overcome that barrier to meaningful participation.

67. The working group further called for awareness-raising, especially among men, so that they too were empowered to play an active role in improving and advocating for women's involvement and representation in climate change negotiations.

68. The participants further highlighted the need for effective and sustainable capacity-building on gender at the ground level, including general awareness-raising on gender and climate change and, more specifically, on how to integrate gender considerations in projects and programmes and on how to write proposals and access the funding opportunities available.

2. Networking and sharing experience

69. The members of the working group shared their experiences with networking at the regional level (e.g. European Union networks designed to promote the understanding of gender issues), as well as at the national and community level, stressing the importance of building connections and interlinkages. The elements that were key to effective networking included opportunities for exchanging best practices at the international, national and local level, for increasing personal visibility and for building connections through active participation in network activities.

3. Funding

70. The participants agreed that funding was a major obstacle to women's participation and that a mapping of successful existing initiatives, such as the training conducted by the International Institute for Environment and Development for delegates from the LDCs, could be beneficial in strengthening and aligning a country's climate change and gender agendas. Initiatives such as the WDF had been successful in large part because the financial support from an increasing number of donor countries was complemented by the multiplying effect of a growing network and a strong cohort of trained women delegates who could participate regularly in the UNFCCC process.

71. Although individuals and countries were able to benefit significantly from dedicated travel fund support for women delegates, there was also a risk that the existence of such travel funds might discourage countries from taking national action to improve gender balance in their delegations. A more proactive approach by Parties was called for, and it was suggested to revisit the issue of gender-balanced funding allocation for participation during the review of the gender action plan at COP 25.

4. Temporary special measures

72. The members of the working group discussed examples of temporary measures that had been introduced in their national contexts. Thus, an informal quota of 20 per cent female representation in government bodies had been adopted in China. The President of Indonesia, who participated in the HeForShe campaign launched by UN Women, had appointed eight female ministers. Those efforts were, however, not being formally tracked and had not been institutionalized. In Kenya, a quota of 30 per cent of either sex in all government bodies was enshrined in the constitution, but the political will to enforce the quota was lacking.

73. Positive experiences were reported for Zimbabwe, which had established a quota of 30 per cent female representatives in its Parliament, and Ireland, which had introduced a quota requiring each qualified party to include at least 30 per cent of its candidates from either sex, with reduced funding as a sanction if the requirement was not met.

74. The working group agreed that in the absence of formal measures, the cultural and social understanding of, and support for, women's equal participation in the political sphere played a critical role. The example of New Zealand was cited, where no quota was in place, but where the dominant cultural perception of women as active agents across all spheres of society was believed to have contributed to the fact that the country's delegation to the forty-eighth sessions of the subsidiary bodies comprised 75 per cent women.

75. Addressing gender stereotypes, perceptions and roles was something that could partly be done through temporary measures, but it also required additional action and efforts. In particular, it was noted that female politicians and delegates were often held to higher standards than men and were expected to fulfil certain roles. Enabling environments must be provided for both women and men to reconcile their professional commitments with responsibilities for unpaid caregiving work at home.

76. The participants noted that, despite the goal of gender-balanced representation in the UNFCCC process, it appeared from the discussions that no Party had as yet taken concrete steps to ensure that the goal could be reached.

5. Policies and measures

77. The working group identified two major barriers to nominating women to national delegations. First, female experts were underrepresented in the field of climate change, which should be addressed through capacity-building and mentoring, as well as by promoting young women's engagement in the fields of science, technology, engineering and mathematics. Second, even when female experts were available their expertise was often not recognized or valued.

78. As there were no official requirements or legal mandates for achieving gender parity in delegations at the international level, it was important for such processes to be set in motion at the national level.

79. Lastly, the working group called for gender parity efforts to be expanded to include monitoring and to be complemented by targets for other underrepresented groups such as indigenous peoples, as well as for enhanced awareness-raising on the requirements and procedures for participation in the WDF.